

**SUBMISSION BY SINGAPORE TO THE
AD HOC WORKING GROUP ON THE DURBAN PLATFORM FOR
ENHANCED ACTION – WORKSTREAM 1**

1 This submission is prepared in response to the conclusions adopted by the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) at the 18th session of the Conference of the Parties to the UNFCCC.

2 The ADP invited Parties and accredited observer organizations to submit to the Secretariat, by 1 March 2013, information, views and proposals on matters related to the work of the ADP. Singapore's views on Workstream 1 of the ADP, on matters related to paragraphs 2 to 6 of decision 1/CP.17, are as follows:

Application of the Principles of the Convention

3 The UN Framework Convention on Climate Change is the foundation for negotiations under the ADP. The ADP negotiations are not an exercise in rewriting the principles and provisions of the Framework Convention.

4 The application of the principles of the Framework Convention has to be guided by two important considerations:

- (a) First, the principles of the Convention are designed to facilitate enhanced action by all Parties. They are not a pretext to avoid action;
- (b) Second, the principles of the Convention cannot be operationalised into a simple formula or indicators.

5 In accordance with Article 3.1 of the Convention, the ADP outcome must be based on the principles of equity, common but differentiated responsibilities (CBDR) and respective capabilities.

6 The principle of equity is fundamental to the negotiations. Equity is a broad concept that has to be understood in an inclusive manner that

acknowledges the legitimate concerns and unique circumstances of all countries, including small island countries.

7 The principle of CBDR is the core of the Convention. In accordance with CBDR, all Parties have a role to play in combating climate change and therefore have a “common responsibility”. The idea of a global agreement “applicable to all Parties”, as endorsed by decision 1/CP.17 in Durban, is founded on the principle of “common responsibility”.

8 The principle of common responsibility, however, does not equate to “identical responsibility” for all Parties.

9 The key factor for differentiated responsibilities is the concept of historical responsibilities. In accordance with Article 3.1, it is imperative that developed country Parties demonstrate that they are taking the lead to combat climate change and the adverse effects thereof. The recognition of historical responsibilities is essential for an ADP outcome.

10 The Annexes of the Framework Convention embody the notion of historical responsibilities and the need for developed country Parties to take the lead in combating climate change and the adverse effects thereof. The Annexes are an integral part of the Framework Convention.

11 The Annexes are not an obstacle to enhanced action by all Parties. All Parties, including developing country Parties, must take actions under the new post-2020 global agreement, in accordance with the principles of the Convention. Many developing country Parties have already demonstrated their commitment to undertake nationally appropriate mitigation actions (NAMAs), which is an indication of their commitment to addressing the global challenge.

12 Article 3.2 of the Framework Convention requires that the specific needs and special circumstances of developing country Parties be given full consideration. In application of this principle, the ADP outcome has to acknowledge and accommodate the legitimate concerns and vulnerabilities of developing country Parties.

Scope, Structure and Design of the Post-2020 Agreement

(i) Universal Participation

13 Article 4.1 of the Framework Convention requires that all Parties, taking into account their common but differentiated responsibilities and their specific national and development priorities, objectives and circumstances, “shall” undertake a series of actions to attain the objectives of the Convention.

14 Article 4.1 provides the foundation for a multilateral rules-based system “applicable to all Parties”. A system built on a legally-binding framework and governed by multilateral rules will create confidence that all Parties are implementing actions, as agreed.

15 In concrete terms, “applicable to all Parties” has two dimensions. First, universal participation must entail every Party undertaking a common legal obligation to commit to action, taking into account their CBDR and their specific priorities and circumstances. These actions will be governed by a set of multilateral rules to monitor their implementation. Second, a common legal obligation does not equate to similar or identical actions by all Parties. To ensure universal participation, the new global agreement must be flexible in accommodating different actions from Parties, in accordance with the principles of the Convention.

(ii) Nationally-Determined Actions (NDA)

16 The key to flexibility is to allow each Party to undertake nationally-determined actions. Each Party shall put forward its best possible contribution to the global mitigation effort, based on the principles of CBDR and on its specific national priorities, objectives and circumstances.

17 An approach based on nationally-determined actions is a prerequisite for equity and acceptability. To build consensus on a global agreement applicable to all, every Party’s concerns have to be addressed and accommodated in the negotiations. An approach based on a one-size-fits-all, top-down formula and/or criteria to determine mitigation contributions is neither practical nor politically feasible. The type and scale of action cannot be internationally imposed. A top-down formula for mitigation actions will

neither be equitable to all Parties nor accommodate the great diversity of national circumstances.

18 An approach based on nationally-determined actions will encourage wider participation. Such an approach would also facilitate higher levels of ambition, by creating a positive cycle of actions by all Parties. Ultimately, ambition and climate effectiveness are important requirements for a future global agreement.

The Importance of National Circumstances

19 Article 4.1 underlines the importance of “specific national and regional development priorities, objectives and circumstances”. The notion of national priorities and circumstances is deeply embedded in one of the core Articles of the Framework Convention.

20 The notion of national circumstances complements the principles of the Framework Convention by underlining the importance of understanding the specific national circumstances of a Party, in particular the circumstances of developing country Parties.

21 The notion of national circumstances can be understood in terms of the 3 “Cs”, namely “context”, “constraints” and “contributions”.

- **Context:** The context creates both opportunities as well as challenges for Parties as they make the transition to a low-emissions pathway. For example, there are many opportunities offered by clean energy technologies and industries. Nevertheless, for many Parties, their socio-economic context might require the greatest focus to be applied on poverty eradication. For other Parties, their industrial structure might be dependent on some specific activities. The specific context of a Party, both the opportunities and the challenges, are intrinsic aspects of its national circumstances.
- **Constraints:** To varying degrees, every Party faces constraints that limit its mitigation potential. For example, some Parties may face difficulties in switching to alternatives to fossil fuels because of a lack of access to renewable energy sources. Some may be economically dependent on

industries related to fossil fuels and face the challenge of economic diversification. Others may be heavily dependent on certain sectors, such as agriculture or tourism. The constraints on mitigation potential, ranging from geographical and natural constraints to economic, financial and structural constraints, are critical components of national circumstances.

- **Contributions:** Notwithstanding the contexts and constraints, the aim of the Framework Convention is to facilitate enhanced action by all Parties. Many Parties remain deeply committed to making a mitigation contribution as part of a global effort. Ultimately, mitigation contributions put forward by Parties have to be recognised and encouraged, to create a positive cycle of action in the UNFCCC.

.